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## USAID FIRMS PROJECT

# Institutional Reform Plan for Bureau of Statistics, Khyber Pakhtunkhwa

July, 2014

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# Data Page

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# Abstract:

USAID Firms Project has commissioned a project to undertake institutional development of Bureau of Statistics, Khyber Pakhtunkhwa. This report summarizes the institutional assessment of the organization, identifying areas for reform so as to develop BoS into a robust data and information collection and dissemination hub.





# Acronyms

|       |  |
|-------|--|
| ACO   | Agricultural Census Organization                   |
| BEE   | Business Enabling Environment                      |
| BoS   | Bureau of Statistics                               |
| DPC   | Deferred Procedure Call                            |
| FBS   | Federal Bureau of Statistics                       |
| FIRMS | USAID Firms Project                                |
| IT    | Information Technology                             |
| MDG   | Millennium Development Goals                       |
| MIS   | Management Information System                      |
| O&M   | Operating and Maintenance                          |
| P&D   | Planning and Development                           |
| PBS   | Pakistan Bureau of Statistics                      |
| PCO   | Population Census Organization                     |
| PERI  | Punjab Economic Research Institute                 |
| SOW   | Scope of Work                                      |
| US    | United States                                      |
| USAID | United States Agency for International Development |



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# Executive Summary

The USAID funded Firms project has been working towards improving government service delivery and under its Business Enabling Environment (BEE) component, one of the key activities is to improve the capabilities of the government at the district, provincial and national levels to accelerate and facilitate economic opportunities. Furthermore the newly inducted KPK government has set an aggressive reform and development agenda. However, limitations in institutional capacities coupled with archaic regulatory frameworks and compliance regimes impede the execution of the province's plans.

In order to support KPK Government to achieve its growth targets, FIRMS has commissioned a project to develop a feasible action plan to build the institutional capacity of Bureau of Statistics and make recommendations for institutional development of the organization. This report summarizes the institutional assessment findings.

Although BoS has been generating a lot of useful information, through its annual, periodic and ad hoc publications, it is felt that the government still wrestles with having seamless access to reliable information to design and track various development projects. The information and data made available through BoS reflect insufficient understanding of the social and poverty profile of Khyber Pakhtunkhwa and its districts. Survey and administrative data sources, including the departmental databases, do not currently generate enough information to compile timely and regular indicators on MDGs or other provincial development programs.

The province also lacks an overall statistical strategy and a coherent work plan to meet overall data demands from various line departments and development projects.

Over the years, BoS has grown in terms of its staff strength as well as geographical outreach. A closer look at the organizational structure reveals that the structure of BoS is quite hierarchical. The present staffing is imbalanced and there is a disproportionate number of support staff compared to professional staff. BoS presently is not well positioned to take on the more sophisticated needs for data being demanded by the provincial government and other stakeholders.

Sub-optimal compensation, considering BoS being a government organization, and limited career prospects have contributed to low morale and self-esteem of the staff. Besides this, limited training and capacity development opportunities for existing professional staff have further deteriorated the situation. Moreover, many line departments engaged in data collection and compilation have inadequate resources, limited IT capacities and narrow information requirements. Moreover, they often do not have special expertise to perform such functions. Data from these line departments and the BoS special surveys cannot be integrated to provide a consolidated sectoral overview.

BoS infrastructure is severely inadequate to support a robust work program and meet users' needs. Furthermore, the organization has limited logistical facilities, considering that the BoS officials have to perform intense field duty for data collection. Although BoS does have a data center, it is need of up-gradation for enhanced capabilities to analyze, maintain, update, store and retrieve data in a robust manner. Due to limited technical capacity, the organization cannot make available its data for users in disaggregated form, nor can the data collection and punching can be done online, creating a dysfunctional and inefficient system.



# 1. Introduction & Background

The USAID funded Firms project has been working towards improving government service delivery and under its Business Enabling Environment (BEE) component, one of the key activities is to improve the capabilities of the government at the district, provincial and national levels to accelerate and facilitate economic growth. The Khyber Pakhtunkhwa (KPK)'s service delivery institutional structure has been facing a number of challenges including poor productivity, inefficiency, degrading physical and social infrastructure, lack of functional specificity and accessibility and resource scarcity. To improve this situation, there is a need to make governance more transparent, participatory, accountable and in line with the needs of modern governance.

The newly inducted KPK government has set an aggressive reform and development agenda. However, limitations in institutional capacities coupled with archaic regulatory frameworks and compliance regimes impede the execution of the province's plans. The Planning and Development (P&D) Department is supposed to play a key role in synergizing the work done by various departments and agencies through effective planning and optimal resource allocation in line with developmental priorities. However, in order to perform this, the provincial government in general and P&D in particular need reliable information and data for evidence-backed decision-making. Currently, the Bureau of Statistics (BoS) is serving as the key source for providing such information but despite having data of reasonable quality, BoS does not have the institutional capacity to go beyond its limited mandate. To improve its functioning, BoS needs to develop its own competencies to be a viable institution capable of efficient collection and sophisticated analysis of data and other research, which is integral to government's planning and monitoring system. This requires a comprehensive institutional assessment of the organization, followed by an institutional development plan to bridge the competency and resource gaps.

In order to further this objective, FIRMS has commissioned a project to assist BoS to identify such competency and resource gaps and develop an institutional development plan to address them.





## 2. Bureau of Statistics – 360 Roundup

Bureau of Statistics is the provincial statistical organization of the Government of Khyber Pakhtunkhwa and an attached department of Planning & Development Department, mandated to collect, compile, analyze and disseminate official statistics relating to economic, social, demographic and other important dimensions. Its aim is to provide timely and reliable data to facilitate the government in undertaking quantitative analysis, informed decision-making, evidence-based planning, monitoring & evaluation and research.

The BoS was created as the statistical arm of the P&D in 1971, after the dismemberment of One Unit. Subsequently after the promulgation of Constitution of 1973, General Statistical Act 1975 was passed, which created Statistics Division at the federal level and laid down a system of data collection and analysis at provincial level. Statistical Councils at both federal and provincial level were also stipulated in the legislation, which called for an integrated approach and coordination between provincial bureaus of statistics and PBS. The functions, which were framed, are part of the national legislation and uniform for all the provinces, which are quite comprehensive. Later on in 2011, General Statistical (Reorganization) Act 2011 was passed to further strengthen the national statistical framework.

BoS at Khyber Pakhtunkhwa was initially headed by an Assistant Director and the organization grew significantly, through a development project in 1975, supporting up-gradation of technical base, mobility and logistical capability of the field staff.

BoS also has a functional website, making available various reports and publications. BoS has also been involved in training activities for capacity building of provincial government departments and district governments. Annual 'Development Statistics of Khyber Pakhtunkhwa' is the flagship annual publication of BoS, which is published each year and serves as the primary data source for a number of issues.

### 2.1 Organizational Scope, Functions and Activities

The key functions of BoS include liaising with: federal government, provincial line departments, district governments (now local governments) and other development partners for all statistical matters; providing expertise and training to provincial line departments and local governments to improve statistical information and data management; collecting and analyzing primary and secondary socio-economic data and presenting facts and figures in a desired format to best serve the needs of data users; preparing and disseminating statistical publications and information to data users; and acting as representative of the province in all statistical for a of the federal government.

The BoS draws its powers from the General Statistics (Reorganization) Act 2011, which stipulates the following mandate for BoS:

- a) to collect, compile, analyze, publish and disseminate statistical data relating to the provincial subjects in the Province;
- b) drawing up specific statistical programs to carry out the instructions of the Users Council;
- c) appraising the quality of the statistics in the Province;

- d) laying down and approving the questionnaires and procedures for statistical enquiries conducted by the Province in accordance with the provisions of this Act and ensuring against any duplication and substandard data collection;
- e) adopting the standards provided by the Bureau and ensuring harmonization at Federal and Provincial level;
- f) giving advice and guidance to and coordinating the functions of the relevant officers of the Bureau and the Statistical Agents appointed in the Province;
- g) making recommendations to the appropriate Government and Users Council relating to the standards of training of statisticians and statistical agents;
- h) laying down procedure for a continuing program of in-service institutional and foreign training;
- i) periodically reviewing statistical progress;
- j) giving advice to the appropriate Government and other authorities or persons on the use and relevance of available statistics in relation to specific problems of economic policy;
- k) identifying gaps in the provincial statistical series and developing prioritized proposals for filling these gaps;
- l) appraising and allocating technical resources required for statistical projects carried out by the Province; and
- m) to perform such other functions as the appropriate Government may, from time to time, direct.

### ***Vision – Bureau of Statistics***

Generate and disseminate objective-oriented, credible and timely official statistics to facilitate policymakers, planners and other users of the data to take informed decisions and make the best use of data for sustainable and inclusive development.

### ***Primary Objectives – Bureau of Statistics***

- To establish an efficient, professional and statistically sound system in the province
- To formulate indicators and collect data against established indicators periodically
- To bring improvement in the scope and coverage of existing statistical reports making them more user-friendly
- To build capacities of staff in various fields of data management

It is important to look at BoS as an integral part of national statistical system, comprising Pakistan Bureau of Statistics (PBS) at the federal level and BoS as an attached department of Planning and Development (P&D) Department at the provincial level. PBS was established after merging the former Federal Bureau of Statistics (FBS), Agricultural Census Organization (ACO) and Population Census Organization (PCO). BoS however, is not the sole repository of all provincial data and various other departments have established their own makeshift databases or more structured MIS to store and retrieve data and information as per their respective needs.

## 2.2 Activities and Publications

Although, as mentioned above, the scope of BoS is quite wide, currently BoS performs a limited role, owing to lack of capacity and resources. Some of the key activities performed by BoS include:

- Coordinates as a statistical arm of the provincial government between line departments and districts
- Collects disaggregated data generated by line departments and present on desired format according to needs of provincial government
- Respond to new provincial statistical needs like regional accounts, etc.
- Coordinates with PBS in fulfilling its data requirements such as:
  - Release every month “Monthly Survey of Industrial Production and Employment in KPK”, received from industrial units and provide the same to PBS, which calculates QIM, used in value-added of industrial sector
  - Collecting, editing, coding and processing of Census of Manufacturing Industries
  - Providing estimates of crop production, mineral data, used for national GDP calculation
  - Participating in National Accounts and National Statistical Council meetings on behalf of the provincial government representatives
- BoS publishes a number of annual statistical publications such as the annual Development Statistics of Khyber Pakhtunkhwa and district wise socio-economic indicators, etc. A significant amount of data is part of such publications and much of it is based either on federal data sources or drawn from administrative government records reported by staff at the local or provincial government level.
- BoS also undertakes ad hoc surveys and publications at the request of P&D and other government departments. These have included various publications, as given in the box below.

**Users Council:** The General Statistics (Reorganization) Act 2011 also calls for establishing provincial user councils, with following functions:

- a) to coordinate the policy forum and the functions of the Statistical Authorities and competent authorities and to advise them as to the ways and means of achieving efficient, adequate and prompt results;
- b) to advise on priorities for filling gaps in statistical data and, for that purpose, to recommend allocation of functions to the Statistical Authorities;
- c) to advise on drawing up schemes for avoiding duplication in the formulation and execution of statistical programs and to resolve differences in that respect;
- d) to provide advice and guidance to Statistical Authorities; and
- e) to perform such other functions as the relevant appointing authority may, from time to time, direct.

***List of Publications – Bureau of Statistics***

**REGULAR PUBLICATIONS/REPORTS**

- Development Statistics of Khyber Pakhtunkhwa
- District-Wise Socio Economic Indicators of Khyber Pakhtunkhwa
- Khyber Pakhtunkhwa in Figures
- Selected Socio-Economic Indicators of Pakistan and Khyber Pakhtunkhwa
- Monthly Survey of Industrial Production and Employment in Khyber Pakhtunkhwa
- Monthly Price Report of Khyber Pakhtunkhwa
- District Development Briefs of Khyber Pakhtunkhwa
- Census of Manufacturing Industries of Khyber Pakhtunkhwa

**PERIODIC/ADHOC PUBLICATIONS**

- Gross Domestic Product of Khyber Pakhtunkhwa 1997-98
- Khyber Pakhtunkhwa PSDP at a Glance, 2001-02
- Half Decade Review 2000 (District-wise Statistical Analysis of Khyber Pakhtunkhwa, 1995-96 to 1999-2000)
- Khyber Pakhtunkhwa Urban Statistics
- Census of Provincial Government Employees
- Agency-wise Socio-Economic Profiles of Kurram Agency, December 1996

**PERIODIC/ADHOC SURVEYS AND CENSUS**

- Census of Rural Human Settlements 1988 – 16 Districts (Comprising 34 Books)
- Post Enumeration Survey of Census of Rural Human Settlements
- Field verification of data and evaluation of feasibility studies of following: Integrated Area Development Projects
- Multiple Indicators Cluster Survey NWFP 2001
- Multiple Indicators Cluster Survey Khyber Pakhtunkhwa 2008

## 3. Key Institutional Constraints

### 3.1 Organizational Scope and Functions

#### 3.1.1 Insufficient Information

Despite performing a number of above-mentioned activities, the information and data made available through BoS reflect insufficient understanding of the social and poverty profile of Khyber Pakhtunkhwa and its districts. Survey and administrative data sources, including the departmental databases, do not currently generate enough information to compile timely and regular indicators on MDGs or other provincial development programs. Various development strategies or donor programs such as the Comprehensive Development Strategy or the Economic Growth Strategy of Government of KPK have to rely mostly on primary data collection for their roll-out and implementation.

#### 3.1.2 Lack of Overall Strategy

The province lacks an overall statistical strategy and a coherent work plan to meet overall data demands from various line departments and development projects. BoS encounters difficulties in accessing the data of other departments and the line departments in turn have difficulties in accessing information maintained by BoS. The various data collection efforts referred to above have mainly been designed in response to ad hoc needs of the provincial government. There has been little consideration of the medium-to-long term data needs of the province and data demands of other stakeholders such as the private sector and researchers.

#### 3.1.3 Limited Scope

The BoS in Punjab is complemented through Punjab Economic Research Institute (PERI), which acts as the economic research and policy advisory body for the Government. Although, PERI has not assumed that role effectively, its scope allows it to use data from BoS and take it to the next level to assist the Government in policy formulation and tracking of key poverty indicators.

### **Punjab Economic Research Institute (PERI)**

PERI through its research provides analytical support to the planning and policy making work of the Government of Punjab. It has developed an expertise in impact evaluation of development projects/programs and government policy. PERI is a statutory body, which has completed a number of specific assignments for the Government, i.e. formulation of Punjab's component of Sixth Five Year Plan, Assessing the Impact of Withdrawal of Flat Rate of Electricity Tariff for allocation of Poverty Alleviation Program funds amongst various districts using findings of PERI's report titled "Development Profile of Districts in Punjab". PERI's functions include:

- To compile and publish results of research
- To provide information and advice regarding research techniques and methodology in economics policies
- To provide information and advice regarding research techniques and methodology in economics and related social disciplines
- To provide facilities for training in socio-economic research and demographic analysis to such persons as Government may direct.
- To extend cooperation to national and international agencies in the fields of economic research and training
- To arrange/promote seminars/conferences on various socio-economic issues.

## **3.2 Organizational Design and Structure**

### **3.2.1 Sub-Optimal Organizational Structure**

Over the years, BoS has grown in terms of its staff strength as well as geographical outreach. Currently BoS has 47 technical and 44 non-technical staff members working in various sections and its camp offices. BoS is headed by a Director (BS-19) and consist of nine sections including Administration, Budget & Accounts Section; Communication & Coordination Section; Agriculture Section; T&C Section; Education Section; Health Section; Industries Section; A.D.P, Local Bodies, Labor Force Section; and MIS / DPC Cell. A closer look at the organizational structure reveals that the structure of BoS is quite hierarchical. The present staffing is imbalanced and there is a disproportionate number of support staff compared to professional staff. The existing staff of BoS, with some exceptions, have limited skills and experience in sampling, survey operations, use of IT, data presentation and effective interaction with a wide range of data users. Moreover, BoS presently is not well positioned to take on the more sophisticated needs for data being demanded by the provincial government and other stakeholders. In addition, the camp offices are also severely understaffed. Similarly, the technical expertise also needs to be beefed up.

### **3.2.2 Autonomous Status**

BoS has been working as a subordinate department of P&D, drawing its resources through the parent department. There is a case for making BoS an autonomous body so that it can function independently and generate its own revenues through providing customized services to public and private sectors.

### **3.2.3 Strengthening Field Force**

Since a lot of BoS work depends upon data collection from the districts, there is a need to strengthen the field offices at district level for collection of data from the districts and line departments.

### **3.2.4 Ineffective Role of User Council**

The Federal Statistics Act, 2011 provides for creating provincial User Councils to provide policy input for creating a robust and efficient statistical system in the province. Presently, this critical arm of the statistical system is ignored and needs to be made effective to fill in this vacuum.

### **3.2.5 Ineffective Coordination with Federal Government**

The Pakistan Bureau of Statistics has the mandate to provide guidance and support to the provincial statistical systems. From a provincial viewpoint, data sharing between the federal and provincial levels is currently limited to modest amounts of data pertaining to the province as published by PBS in its publications or made available via special tabulations. Thus, little of the detailed data gathered through national censuses and sample surveys of households are fully accessible to provincial authorities.

## **3.3 Capacity Development**

### **3.3.1 Talent Development and Retention**

Sub-optimal compensation, considering BoS being a government organization, and limited career prospects have contributed to low morale and self-esteem of the staff. Besides this, limited training and capacity development opportunities for existing professional staff have further deteriorated the situation. While any change in compensation will have to be a part of larger civil service reform, at least a comprehensive capacity development plan needs to be put in place. A lot of refresher courses in areas like statistics, economics, IT, data mining, etc. are needed to enhance technical capacity of staff in generating purpose-oriented credible and user-friendly data.

### **3.3.2 Need for robust work planning**

The existing work plan of BoS has been developed organically based on ad hoc and evolving needs over time. There is a need to assess the data needs of the province from the scratch and develop a robust work plan around it.

### **3.3.3 Duplicity and Data Integration Challenges**

Many line departments engaged in data collection and compilation have inadequate resources, limited IT capacities and narrow information requirements. Moreover, they often do not have special expertise to perform such functions. Data from these line departments and the BoS special surveys cannot be integrated to provide a consolidated sectoral overview. Although, as mentioned earlier, BoS has been involved in some trainings, it does not have the capacity or resources to provide effective supervision and guidance to the line departments to ensure standardization and coordination of data.

## **3.4 Resource Requirements**

### **3.4.1 Dilapidated Infrastructure**

Because of limited funding over the past many years, BoS infrastructure is severely inadequate to support a robust work program and meet users' needs. BoS does not

even have a permanent office and has been shifted to four different places in the last twenty years. Such frequent shifts have resulted in loss of records and have compelled the BoS staff to adjust in makeshift locations. Furthermore, the organization has limited logistical facilities, considering that the BoS officials have to perform intense field duty for data collection. Currently BoS has only two vehicles: one staff car and an old jeep for the Director and staff for surveys, field duties and data collection activities, which are not sufficient.

### 3.4.2 Need for Technology

Although BoS does have a data center, it is need of up-gradation for enhanced capabilities to analyze, maintain, update, store and retrieve data in a robust manner. Due to limited technical capacity, the organization cannot make available its data for users in disaggregated form, nor can the data collection and punching be done online, creating a dysfunctional and inefficient system.

### 3.4.3 Limited Financial Resources

BoS is also facing severe shortage of capital and operational budget. A major part of current annual budget goes for salary and allowances of staff, whereas a very meager budget is allocated for operational cost, much below the operational requirement of BoS KPK, affecting the performance of organization. There is a need for sufficient provisions under the heads including POL, O&M of vehicles, equipment, stationery, TA/DA, medical and publications.

**Table 1: List of Existing Staff**

| No. | Designation                               | Basic Pay Scale (BPS) | Section/Wing                              |
|-----|---|-----------------------|---|
| 1   | Director                                  | BPS-19                |   |
| 2   | P.A to Director                           | BPS-16                |   |
| 3   | Deputy Director                           | BPS-17                | Administration, Budget & Accounts Section |
| 4   | Assistant Director Budget & Accounts/ CMI | BPS-18                | Administration, Budget & Accounts Section |
| 5   | Superintendent                            | BPS-17                | Administration, Budget & Accounts Section |
| 6   | Assistant                                 | BPS-16                | Administration, Budget & Accounts Section |
| 7   | Stenographer                              | BPS-14                | Administration, Budget & Accounts Section |
| 8   | Junior Clerk                              | BPS-11                | Administration, Budget & Accounts Section |
| 9   | Junior Clerk                              | BPS-11                | Administration, Budget & Accounts Section |
| 10  | Accountant                                | BPS-8                 | Administration, Budget & Accounts Section |



| No. | Designation                                      | Basic Pay Scale (BPS) | Section/Wing                              |
|-----|--|-----------------------|---|
| 11  | Assistant Director (Comm. & Coord.)              | BPS-17                | Communication & Coordination Section      |
| 12  | Stenographer                                     | BPS-14                | Communication & Coordination Section      |
| 13  | Junior Statistical Computer                      |                       | Communication & Coordination Section      |
| 14  | Statistical Officer (Agriculture)                | BPS-17                | Agriculture Section                       |
| 15  | Junior Statistical Computer                      |                       | Agriculture Section                       |
| 16  | Statistical Officer (Transport & Communication)  | BPS-17                | T&C Section                               |
| 17  | Statistical Officer (A.D.P)                      | BPS-17                | Education Sector                          |
| 18  | Junior Statistical Computer                      |                       | Education Sector                          |
| 19  | Statistical Officer (Health)                     | BPS-17                | Health Sector                             |
| 20  | Junior Statistical Computer                      |                       | Health Sector                             |
| 21  | Statistical Officer (Industries, Prices)         | BPS-17                | Industries Sector                         |
| 22  | Senior Statistical Computer                      |                       | Industries Sector                         |
| 22  | Junior Statistical Computer                      |                       | Industries Sector                         |
| 23  | Statistical Officer( Local Bodies, Labour Force) | BPS-17                | A.D.P, Local Bodies, Labour Force Section |
| 24  | System Analyst                                   | BPS-18                | MIS / DPC Cell                            |
| 25  | Database / Network Administrator                 | BPS-17                | MIS / DPC Cell                            |
| 26  | Assistant Programmer                             | BPS-16                | MIS / DPC Cell                            |
| 27  | Data Processing Officer                          | BPS-14                | MIS / DPC Cell                            |
| 28  | Data Entry Operator                              | BPS-12                | MIS / DPC Cell                            |

| No. | Designation         | Basic Pay Scale (BPS) | Section/Wing   |
|-----|---------------------|-----------------------|----------------|
| 29  | Data Entry Operator | BPS-12                | MIS / DPC Cell |



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